



## **REPORT ON SURVEY**

**OF TRAFFICKING OF WOMEN AND CHILDREN FOR  
PROPOSING SUITABLE INTERVENTION ACTIVITIES**

*Hanoi, October 2008*

## CONTENTS

### **05 GENERAL INTRODUCTION**

- I. Background 5
- II. Objectives of the survey 6
- III. Areas, methodology and study samples 6
- IV. Survey scope 8
- V. Methodology for data analysis 8

### **11 CURRENT SITUATION ON TRAFFICKING OF WOMEN AND CHILDREN IN SURVEY AREAS**

- I. Situation of trafficked or suspected to be trafficked women and children and lives of returnees 11
- II. Trafficked or suspected to be trafficked women and children in survey areas and their circumstances 16
- III. Causes of trafficking of women and children 19

### **25 COMMUNITY AWARENESS ON TRAFFICKING OF WOMEN AND CHILDREN**

- I. Awareness of officials and people on trafficking of women and children 25
- II. Awareness of juvenile children on trafficking of women and children 31

### **33 IMPLEMENTED ANTI-TRAFFICKING ACTIVITIES**

- I. Communication activities 35
- II. Community integration 37
- III. Prevention and fight against crime 38
- IV. Trends and dangers of trafficking of women and children in survey areas 40

### **41 CONCLUSIONS AND RECOMMENDATIONS OF SUITABLE INTERVENTION ACTIVITIES**

- I. Conclusions 41
- II. Recommendations 42

### **47 ANNEXES**

# ACKNOWLEDGEMENT

This survey report has been completed with the consultation of all members of Women's Right Theme-ActionAid International in Vietnam, including Ha Thi Quynh Anh, Swaيرةe Rupasinghe, Le Thuy Hanh, Ho Xuan Huy, Tran Thu Hang, Pham Thi Thu Hang, Vu Xuan Hieu and Vu Anh Duc

We would like to extend our warmest thanks to the support, administrative arrangement and willingness to share information of People's Committee and Women's Union at provincial level, Police, Women's Union and mass organizations at district levels. We also would like to express our appreciation for the support of female and male residents in four surveyed areas: Tua Chua District-Dien Bien province, Cao Bang town-Cao Bang province, Thuy Nguyen district-Hai Phong city and Tam Binh district-Vinh Long province

Survey report is also technically contributed by external consultant, Phan Thi Hoa-Center of Women's Research-School of Central Women's Union.



# 01

## General Introduction

### I. BACKGROUND

According to the statistics of the Ministry of Labor, War Invalids and Social Affairs at the “National Conference on Anti-Trafficking of Women and Children in Vietnam” held from 19-20 June 2008<sup>1</sup>, for the last 8 years, more than 21,000 women and children have been on long absence and are suspected to be trafficked; around 177,000 have got married with foreigners and among them, it is not yet identified the number of women who might have been smuggled. In the first half of 2008, there were 193 cases of trafficking with 359 criminals and 429 trafficked women and children. On average, in Vietnam, over 2 women and children are trafficked everyday<sup>2</sup>.

Also at the National Conference, according to the ILO, Vietnam is now facing increasingly complicating trafficking which is not only for the purposes of prostitution, forced marriage, abduction but also for transporting young migrants to urban areas and industrial zones to seek jobs.

1 The Conference was co-organized by the Ministry of Labor, War Invalids and Social Affairs and International Labor Organization in Vietnam (ILO) on 19-20 June 2008 in Ho Chi Minh city within the Program on Anti-trafficking of Women and Children (ILO/IPEC).

2 At the press conference on 27 June 2008, Major General Vũ Hùng Vương, Deputy Director General of the General Department of Police (Ministry of Public Security) announced the Circular numbered 03/2008 which guides processes, identification and receipt of returned victims and designates the Ministry of Public Security, the Ministry of Labor, War Invalids and Social Affairs and the Ministry of Foreign Affairs for co-organization.

In addition, in recent time, criminals with new and sophisticated tactics have emerged. Vietnamese criminals in collusion with Chinese ones attack people’s homes in remote and mountainous areas to murder, rob and kidnap. In Ha Giang province alone, between 2007 and June 2008, there were 31 cases with 41 victims, including cases in which a couple had been killed and 3 boys had been kidnapped.

There is a variety of causes triggering trafficking of women and children; however, the most outstanding is poverty. Women wish to get jobs but they are unaware of the issue of trafficking of women and children as well as tactics of smugglers. Another cause which is of concern for functional agencies and the community is deterioration in values, morality, lifestyle, etc. This leads to incorrect selection of young girls in life, particularly in getting married with foreigners and hence, exposed to cheating tactics of smugglers. Besides, trafficking of women and children is a lucrative business (even more lucrative than drug trafficking) but a death sentence is yet to be legalized by international and Vietnamese legal systems for this kind of crime and thus, this is increasingly becoming more complicated and difficult to bring under control.

In terms of human and social losses, when women and children are trafficked, the effects that they have to bear are immeasurable. They can suffer from psychological and physical wounds, diseases or even chronic ones due to sexual abuse, physical and labor abuse, multiple trading, beatings or threats.

Human trafficking is considered as a *“cause triggering social erosion and collapse, deterioration of human resource of nations; hampering national development; encouraging organized crimes and weakening governments’ power”*<sup>3</sup>.

In order to honor poverty reduction commitments, to empower women and girl children to ensure their position in the society and help them to be entitled to rights that they are entitled to, the Women’s Rights Theme of ActionAid Vietnam conducted a survey on real situation of trafficking of women and children in several of its working areas. The objectives of the survey are to explore the current situation and find useful solutions to, along with the Government of Vietnam and the international community, carry out anti-trafficking activities, decrease quantity of smuggled women and children both in and out-country through communications, raising awareness of the community and at the same time, helping community re-integration as well as empower returnees, preventing crimes and promoting overall social development.

## II. OBJECTIVES OF THE SURVEY

1. Describe real situation (of trafficking of women and children) in a number of provinces where ActionAid is currently working.
2. Get to know awareness of local people and officials on the issue of trafficking in surveyed areas.
3. Identify level of intervention, status of anti-trafficking activities undertaken

<sup>3</sup> Source: Human Trafficking Report – released on 5 June 2006 by the Office for Supervision and Anti-Human Trafficking, the US. State Department.

by agencies/organizations in the surveyed areas (communications on prevention, community re-integration and fight against crimes).

4. Recommend suitable intervention activities to heighten effectiveness in preventing and anti-trafficking of women and children in project areas (communications on prevention, community re-integration and fight against crimes).

## III. AREAS, METHODOLOGY, TARGETS AND SURVEY SAMPLES

### 1. Survey areas

The survey was conducted in 8 communes/wards of 4 districts/cities of Điện Biên, Cao Bằng, Hải Phòng and Vĩnh Long. These are project areas of ActionAid or near the project areas. In Cao Bằng, Cao Bằng provincial town, Sông Hiến ward and Duyệt Trung commune were chosen. In Điện Biên Tòa Chùa district with 2 communes of Mường Báng and Sính Phình were chosen. In Hai Phong city, Thủy Nguyên district and two communes of Tân Dương and Trung Hà were chosen. In Vĩnh Long, Tam Bình district with two communes of Ngãi Tứ and Song Phú were targeted (See annex for detailed information on surveyed areas).

### 2. Methodology, targets and survey samples

#### 2.1 Methodology

In order to collect sufficient information on trafficking of women and children in the community and obtain the stated objectives, the following methods were used in the survey:

- a. Statistics and secondary reports of districts/cities and communes/wards.

- b. Sociology method in combination with quantitative method (interviews with questionnaires) and qualitative method (discussions with leaders, in-depth interviews and children's group discussions).
- c. Participatory Rapid Assessment (PRA) approach with tools such as SWOT, cause and effect tree, problem analysis, Venn to encourage full participation of local people in the process of providing information.

In terms of age groups, 17.9% was under 30; 45.1% from 30 to 45 and 37% was at 45 and upwards.

In terms of number of children, 9.1% did not have or not yet had children, 49.8% had 1-2 children and 41.1% had 3 or more children.

In terms of age of the oldest child, 34.5% had children under 15, 36.1% had children from 15-25 and 28.6% had children over 25.

In terms of age of the youngest child, 51.1% had children under 15, 43.6% had children from 15-25 and 5.3% had children over 25.

It can be seen that most of the interviewees were married, at the medium age, having children at adolescent and juvenile ages which are of great concern, particularly in terms of relations and need to be educated to avoid dangers of being trafficked.

## 2.2 Targets

Selected target groups in the community were leaders at the district/city and communal/ward levels, local people from 18 years old upwards, children at the age of 10-15, returnees or relatives of trafficked victims, women and children's groups with high risk of being trafficked.

## 2.3 Survey samples

### *Quantitative samples*

Samples for interviewing at the communal/ward level are 40, of which, 10 were officials, 10 men and 20 women aged 18 and upwards. In practice, in Song Phú commune, Tam Binh district, the total number of questionnaires tipped with 323 (for both women and men).

### *Information of interviewees:*

Out of 323 interviewees, 27.5% were officials, and 74.3% local people. Among people, 39% were men, 61% women. In terms of marital status, 9.9% were single, 87.6% married, and 2.2% are single parent and 0.3% lived with partners without getting married.

The average age of interviewees was 40.77; the average number of their children is 2.61; the average age of the oldest child was 19.12 years and the youngest 13.84 years.

### *Qualitative samples:*

In each individual district/city, the research team organized discussions with 10-12 leaders of functional agencies which are relevant to prevention and anti-trafficking of women and children. In each commune/ward, the number of samples was 12-14 leaders, 24 local people (men and women), 8-10 children aged 10-15 to implement different research tools. There were 4 discussions in 4 districts/towns, 32 group discussions and 48 in-depth interviews.

Hereunder is the quantitative and qualitative sample in districts/towns and communes/wards and applied tools:

No.	Samples	Tools
<b><i>In Districts/Towns</i></b>		
1	10-12 Party leaders, local authorities and others at the district level.	Discussion in the district.
<b><i>In communes (02communes/District)</i></b>		
2.	10 local authorities and others.	Interview with questionnaires.
	20 women aged 18-55	
	10 men aged 18-60	
3.	8-10 women aged 18-55	Women's group discussions (Venn)
4.	5 women, 5 men aged 18-55	Mixed group discussions (Cause and Effect tree, problem analysis).
5.	8-10 children aged 10-15	Children group discussions
6.	10-12 communal leaders (of whom, 2 were village leaders, 2 leaders of village women's team)	Leaders' group discussions (SWOT)
7.	02 leaders of the People's Committee and Women's Union	In-depth interviews
8.	02 returnees/relatives	In-depth interviews
9	01 woman with high risk (in difficult and poor family, working far away or old women wish to get married)	In-depth interviews
10	01 child with high risk (children in poor and difficult family).	In-depth interviews

#### IV. SCOPE OF THE SURVEY

The survey was carried out in a number of provinces where ActionAid Vietnam is currently working and does not represent all areas across the country.

#### V. METHODOLOGY FOR DATA ANALYSIS

Information collected through questionnaires were synthesized and analyzed on statistical software which is often used in analyzing sociology survey data.

Information was analyzed by categories of locations: communal/ward and district/town levels; by professions; by age; by marital status; by number of children and age of children of interviewees. The analysis is designed to describe awareness of people and officials on the trafficking of women and children in relation with professions, number of children and their age. At the same time, this index helps identify targets who are unaware of the trafficking and

on this basis, recommendations could be made to ActionAid International Vietnam to focus on specific targets in the community to increase effectiveness and quality of the anti-trafficking.

Qualitative information obtained from discussions, group discussions and in-depth interviews was analyzed and synthesized, and used for further explanation of quantitative data.



# 02

## Situation on Trafficking of Women and Children in Surveyed Areas

### I. SITUATION OF TRAFFICKED OR SUSPECTED TO BE TRAFFICKED WOMEN AND CHILDREN, AND LIVES OF RETURNEES.

Both quantitative data (from questionnaire) and qualitative data (report from district authorities, result of discussions and in-depth interviews) showed that there is a situation of trafficked or suspected to be trafficked women and children in all the surveyed areas. The quantity and time of these cases vary from place to place. The situation of trafficked or suspected to be trafficked women and children falls into two categories: 1) To be trafficked or suspected to be trafficked to China and after that to be forced to get married or other inhumane purposes such as for sexual industry and 2) Some women choose to get married with foreigners, wedding ceremony was held in Vietnam area, but in the processing of wedding, there are some signs that they were cheated or trafficked by medium agency/women

#### 1.1. Women and children who are deceived, forced and trafficked to China

The practice that women and children are deceived, forced and trafficked to China to get married or with other inhumane reasons such as for sexual industry is popular in Cao Bang provincial town and Thuy Nguyen district during the time prior to the period of 1989 – 2002 and on the downward trend. In the meanwhile, Tua Chua district sees the opposite trend.

In Cao Bằng town, there are around 224 women illegally immigrating to China to do business and get married. The number includes both volunteers and forced ones. There have been 6 trafficked girl children and 9 criminals to be convicted. In recent times, some suspects have been arrested and prosecuted in relation to a case of smuggling 4 girl children to China. In An Phuong commune, 46 women and 1 girl immigrated to China and according to the Communal Women's Union, 37 women and 1 girl are suspected to be trafficked. In Duyet Trung commune, 19 women immigrated to China and according to the Communal Women's Union, 7 women and 1 girl out of them was trafficked.

In Thủy Nguyên district, approximately 1,300 women are suspected to be trafficked but the figures of kidnapped and trafficked children is not available. Pursuant to the data of the District Police, between 1989 and 2004, there were 16 cases of trafficking to be prosecuted. In Tân Dương commune, according to the Communal Women's Union, 22 women and 1 child are suspected to be trafficked. Until now, the fate of 10 women and 1 child is still unknown. In Trung Hà commune, also according to the Communal Women's Union, the figure is 20. The whereabouts of some of them is unknown and the rest from time to time pay a home visit.

In Tủa Chùa district, the problem arose in 2007. 2 women in Mường Báng commune were tempted to go to market to sell Mong clothing and then smuggled to China by a gang of 4 from Mường Khương. While their whereabouts are still not known, 3 gang members have been convicted. Based on the report of Sính Phình commune, in

2008, 3 boarding students were cheated by a gang of 3 from Lao Cai but fortunately, with the prompt intervention of Lao Cai police, 2 of them have returned. The fate of the third is still unclear. However, the additional information obtained from district and community discussions has shown that before 2006, some had gone without returning (Ms. Mào Thị Thương, left in 1998), or there was a case where a younger sibling cheated older sister but she luckily escaped (*Discussions with leaders of Tủa Chùa district*). In the children's group discussion in Mường Bằng commune, Tâm, a Thai ethnic child said that her cousin named Mo, after getting divorced was sold to Chinese 5 or 6 years ago. She already visited home. In fact, the trafficking of women and children has emerged since 1998 but recent time has seen 2 consecutive cases. This situation though is not popular as compared to other areas but an organized crime network has begun to establish itself (a gang of 4 to Mường Bằng, a gang of 3 to Sính Phình are Mong people from Lao Cai).

From the point of view of local functional agencies, most of immigrants are cheated, some are volunteers and others plan to come back but stay on due to some reasons which Vietnamese authorities did not yet to know. But most of returnees said that they were deceived and trafficked to China.

### **1.2. Women getting married with foreigners but in some cases, they are cheated and smuggled.**

In Tam Binh district (Vinh Long province) and Thủy Nguyên district (Hai Phong city), in recent years, this practice is getting more complicated and is on an upward trend in Thuy Nguyen.

According to Thủy Nguyên's statistics, in recent years, 800 women have got married with foreigners while that figure in Tân Dương commune is 30 (*in-depth interview with the Vice President of the Communal People's Committee*) and in Trung Hà is 30 (*Women group discussions in the community*).

In Tam Binh district, 562 women have got married with foreigners, out of whom, 439 married Taiwanese, 12 married South Koreans, 78 married Americans and 8 with Australians. The number of women getting married with foreigners in Ngai Tu commune is 139 but this number is on downward trend (*in-depth interview with Party Secretary of Ngai Tu*). In accordance with the figures of Song Phu police, the number of women getting married with foreigners in the commune is 36. At present, the common trend in Thủy Nguyên and Tam Binh districts is getting married with South Koreans instead of Taiwanese as procedures are easier.

Most of the cases of getting married with foreigners are undertaken through match makers. The practice that foreigners view and select Vietnamese wives is organized in secret. In Thủy Nguyên district, this practice is held in hotels in Hai Phong city or neighboring areas. In Tam Binh district, this was done in Tân Phú commune in 2001 and in Ngãi Tú commune in 2004 but now has moved to Ho Chi Minh city. Mr. Nguyễn Văn Thượng, Head of Song Phú Police said *"There is a match maker in the commune. She often travels to the city. She has never been abroad but she has relatives living there"*. In Trung Hà commune, the most burning topic now is that a woman getting married with a South Korean pays a home visit. She often tells about a bright future and directly involves in match making for young women in the community. This creates a warning domino effect: *"Young women now are queuing up to get married*

with foreigners" (Party Secretary of Trung Hà commune).

As assessed by the community, among those getting married with foreigners, some are lucky to have a stable life and even can return home to build houses for their parents and pay back debts. However, others have to return due to risks in their marriage. In addition, some are cheated and trafficked during the process, such as:

- In Thủy Nguyên district (Hai Phong city) families having children getting married with foreigners pay a lot of money to match makers (previously VND 30-40 million and now VND 10-15 million) (In-depth interview with the Vice President of the Communal People's Committee of Tân Dương).
- In Tam Binh district, when children getting married, families receive 1 gold bar and US\$ 700 but after marriage, there is only VND 5 million left. Nevertheless, some families do not have this amount of money but still have to pay for match making. Others pay for wedding and match making but their marriage still fails.
- In Thủy Nguyên district, foreigners come to choose women, getting married, quickly living together as husband and wife, but after that, their husbands never come back. Therefore, they are either pregnant or suffer from psychological damage. (In-depth interview with the Chairwoman of Trung Hà Women's Union, Thủy Nguyên district).
- In Thủy Nguyên district, some women can join their husbands but not with the ones whom they had gotten married with in Vietnam. They do not have a good life as promised and instead live with older men and live a difficult life in remote areas. They sometimes become the second wife or domestic helper or



Group discussion for district authorities in Thủy Nguyên district-Hai Phong city

are sold off as slaves. Some also have to return home due to hard life and cultural shocks. (Report on trafficking of women in Thủy Nguyên district).

- In Thủy Nguyên and Tam Binh, some have fulfilled marriage procedures and live with their husbands abroad but return after some time due to differences in life style, languages and cultural shocks or even suffer from abuse and ill treatment (See circumstances of women and children after being trafficked).

Objectively, Vietnamese women getting married with foreigners is legal and recognized by Vietnam laws. However, the short marriage process without love and not taking into account characteristics, values, life style, customs, viewpoints, culture and customs between the two sides of some women in Thủy Nguyên and Tam Binh have angered the community. It is said that the voluntary marriage here is actually women accepting foreign men to come to choose them as "to choose a commodity" and accepting the

marriage with the hope to live a better life abroad. Obviously, *this kind of marriage is economically featured and is purely a trading activity*. Women consider getting married as “*selling themselves*”, and getting married with foreigners as a means to solve economic difficulties and gain a brighter future for their lives. Yet, they are unaware that their lives abroad are disadvantageous in languages, customs, life style as well as legal conditions, policies protecting their rights and interests in the host countries. These factors cause risks in their lives and thus, conflicts, cultural shocks, violence and infringement of human rights can easily happen. The analysis of women voluntarily getting married with foreigners is also a content of concern for relevant counseling and communications.

Similar information related to South Korean men getting married with Vietnamese women can be also obtained in South Korea.

On 21 April 2006, the Daily Chosun issued an article titled “*Vietnamese virgins arrive in promised land of South Korea*” of the author Seung Woo Chae telling a story about a 35 year old unemployed South Korean man who came to Vietnam and swiftly and without emotion, chose a wife. At the same time, after a series of protests of South Korean students and organizations against this article, a South Korean journalist has studied the objective process of South Koreans getting married with Vietnamese. The author sent the documents to Tuoi Tre Newspaper. This article which was issued on 25 April 2006 indicated abnormal factors of South Korean match making services. South Koreans also ask themselves: Get married or buy a Vietnamese wife?

“According to the Department of Statistics of South Korea, within 5 years, the ratio

of getting married with foreigners of South Koreans has tripled and that with Vietnamese has increased 43 times (in 2001: 134 and in 2005: 5,822). This figure accounts for one fifth of the total number of South Koreans getting married with foreigners and just ranks the second after China (18,527). This kind of marriage is mainly arranged through marriage brokers, religious organizations or individual mediators”.

“Presently, it is very easy to find in any daily newspapers of South Korea the following advertisements: “*Vietnamese brides are ready, just wait for your intention*”, “*Old people, people who want to remarry, people with children, people with disabilities can marry beautiful Vietnamese virgins*”. These advertisements also list up good characteristics of Vietnamese women, such as: “*listen only to husbands after marriage*”, “*respect old people and worship ancestors for 4 consecutive generations*”, “*the most beautiful body figure*”, “*virgin and fidel to husband*”, “*as Vietnamese men are so lazy in rural areas, only women work and thus very diligent and not reluctant to hard work in rural areas of South*”... There are even more aggressive advertisements like: “*Have a trial for 6 months, possible to be changed if not satisfactory*”, “*Keep home well*”, “*Vietnamese women never run away*”. And, “*100% payment later*” is a “*slogan*” of brokers between South Korean men and Vietnamese women. Most of them want to highlight the quality of their “*commodity*” and after-sale services: “*Thorough selection of brides in terms of health and dignity*”, “*Payment made after marriage and return to South Korea*”, “*In case of divorce where brides are the ones to be blamed, brokers will bear the full responsibility and guarantee remarriage free of charge*”...<sup>4</sup>

<sup>4</sup> Article “Get married or buy a Vietnamese wife” - Tuổi Trẻ Online, Tuesday, 25 April 2006.



*Group discussion for district authorities in Tam Binh district-Vinh Long province*

Returning to the trafficking of women and children in surveyed areas, information collected from officials and people in the community and research outcomes have affirmed that the trafficking of women and children had taken place in all surveyed communes/wards. 46,4 % interviewees said they have known and provided detailed information on a number of people trafficked in their locality. Comparing different areas has shown that Cao Bằng town and Tủa Chùa district see the highest proportion of people who are aware of the trafficking, followed by people in Thủy Nguyên and lastly, only 9.6% of interviewees in Tam Binh district get to know this issue.

### **1.3. Situation of trafficked women and children after returning in surveyed areas**

7 out of 8 surveyed communes have data on trafficked women and children after returning, yet, this is not sufficient as no official survey has been conducted.

The data is mainly collected from the insufficient sources of the Police or Women's Union.

In Cao Bằng town, the number of returnees is 72 women and 5 children. Of the total, 63 stay in the town while the rest moves to other places. The number of women returned to Sông Hiến ward is 24 and 3 children and to Duyệt Trung commune there are 6 returnees.

In Sính Phình commune of Tủa Chùa district, 2 children were trafficked but fortunately, they were rescued by Lao Cai police.

In Thủy Nguyên district and Trung Hà commune, the number of trafficked women to China and getting married with foreigners is not available. But only in the three communes of Lập Lễ, Tam Hưng and Hoàng Động of Thủy Nguyên district, there are 30 women returning after getting married with foreigners. The number of trafficked women to China is 6 and 4 of them brought along children upon their return.

In Tam Bình district, out of 562 women getting married with foreigners, 21 returned from Taiwan and 3 of them brought along their children. Out of the number, 4 women came back to Ngãi Tứ commune, one had a child and 5 returned to Song Phú commune.

Opinion from talks at the district/town level and in-depth interviews has shown that most of returnees are those who met with a lot of risks at their destinations and difficulties upon return. Although they have made every effort to overcome their circumstances, seek jobs and stabilize their lives, they still have to face with a lot of difficulties. For example, in 2 communes of Thủy Nguyên district, in Hai Phong Province most of the returnees and their children have not been given new identity cards and resident registration so it is very difficult to look for jobs. In Cao Bằng town,

In 1989, at the age of 21 and being pregnant, I went to China to run away from my husband's torture. 4 years ago, I returned with my first child, leaving 2 others in China. Since then, I have had no contact with them.

At present, I live with my mother in a tent along a canal. She had thought that I would never come back so she sold our house when her life filled with difficulties. Our land is occupied by my brother-in-law. I am unemployed and everyday, I catch snails and sell in front of our house.

My son is now 20 years old. In China, the identity card is not necessary so he already completed the 8th grade. He can speak Chinese and Vietnamese. He can work as an interpreter and use computer but cannot get a job here as he has no identity card.

I wish to have an identity card for my son and myself and a birth certificate for my son so that we can live a normal life and my son can get a job. (In-depth interview with a returnee - Tân Dương commune – Thủy Nguyên district – Hải Phòng).

returnees have not received concern and care so they feel uncomfortable and tend to return to China (*Leader group discussions – Analysis of trafficking of women and children in Sông Hiến ward and Duyệt Trung commune- Cao Bằng town*).

According to the questionnaire respondents, only 20.4% of returnees has a stable life and integrate back in to the community. The number is highest in Cao Bằng with 37.5% and lowest in Tam Bình district with 2.4%. The remainder has no jobs, no land, no place to live, no identity cards, has health problems, etc.

In general, the community is sympathetic with returnees (accounting for 47.5% in Cao Bằng town and 48.3% in Thủy Nguyên district). The discrimination is rare (2.5% to 5%). Some have no attitude at all (7.5% to 15%).

## II. TRAFFICKED AND SUSPECTED TO BE TRAFFICKED WOMEN AND CHILDREN IN SURVEYED AREAS AND THEIR CIRCUMSTANCES AFTER BEING TRAFFICKED.

Data analysis has shown that in surveyed areas, the circumstances of trafficked or suspected to be trafficked women are very diverse. Of which, the highest ratio is single women (24.5%), poor women (16.7%) and unemployed women (4.6%). Married women also become victims (13%). These are women trafficked to China previously.

In recent times, in Thủy Nguyên and Tam Bình, most of women getting married with foreigners are pretty ones: *"The phenomenon of young women aged 18-25 from families that can afford marriage brokerage is popular but some are deceived"* (In-depth interview with the Chairwoman of the Communal

Women's Union of Trung Hà). In the two communes of Sinh Phinh and Mường Báng of Tủa Chùa, trafficked targets are married women who want to have jobs or well-paid jobs or boarding girl students who live far away from their families.

The trafficking of children only happens in Cao Bằng town and Thủy Nguyên district.

In Cao Bằng, during the period from 1992-2000, one child was trafficked in Duyệt Trung commune and 1 in Tân Dương commune.

According to reports at the district/town level, in-depth interviews with leaders of the People's Committees, Police, Women's Union, the locality is unable to be fully aware of circumstances of trafficked women and children due to lack of information from higher level agencies as well as from anti-trafficking network among localities and among nations.

However, according to insufficient information, mainly from returnees and the community, most of the trafficked women get married in bordering provinces



Paper of notice for overseas marriage posted in local community

(victims from Cao Bằng), or further inland. They have a hard life, being abused and their human rights are infringed due to illegal life. They often suffer from long-term psychological and spiritual damage.

When a landlord in Bằng Tường told me that I was sold at the price of 2,000 Yuan and they wanted to sell me to an old man, I did not agree. They beat me up till I fell into a coma. They agreed to sell me to a younger man. My life was very hard and I had to work with parents-in-law in remote lands. Days went by in a depressing way. They only liked me when I worked hard for them. They did not take care of me even when I gave birth. My returning is also very difficult. I am not in a good health and cannot find a stable job. (In-depth interview with a returnee - Trung Hà commune – Thủy Nguyên district– Hải Phòng).

Questionnaire respondents said that trafficked women and children in their localities were forced to become wives or sexually abused (21.4%), labor abused (18.6%) and forced prostitutes (16.1%).

“My mother was gone when I was 7; at the age of 16, I went to work in a restaurant in Cao Bằng town. A woman offered me a better job in Hanoi but in fact, she sold me to a brothel in Pò Chài, China. 2 days later, they sold me to somewhere in Ninh Minh. They told me that I could choose whether to work as a prostitute or get married with someone living in a remote area. I decided to stay on with the Chinese boss. In 2002, he said that I had earned enough to pay off so I could decide to stay on or return. (In-depth interview with a returnee – Sông Hiến ward, Cao Bằng town).

The fact that women getting married with foreigners from Taiwan, South Korea and America are quite a new trend had meant that there have not been many researches or statistics on their circumstances. However, according to some sources, the ratio of divorce is very high, around 30% (*Comments from the Department of Judiciary of Ho Chi Minh city at the Talk on Family Building 2007 organized by the Women’s Union of the City*). In the

meantime, the divorce ratio of Vietnam is 2.6%, of which, that in urban areas is 3.3% and in rural areas is 2.4%<sup>5</sup>. Reasons for divorce are hard life, unexpected marriage, and domestic violence, cultural and custom differences.

5 Survey Report on Vietnamese Family in 2006 – Ministry of Culture, Sports and Tourism; General Department of Statistics, Institute of Family and Gender and UNICEF.

My daughter got married with a Taiwanese. 6 months later, she returned. When she was standing by the road, a neighbor saw her and informed me. I rushed out and saw her crying there. She said: “I returned as he abused and treated me badly and did not give me money”. They did not permit my daughter to call home and when I called her, they did not allow her to answer the phone. Her husband worked for a company and she stayed at home and worked with her parents-in-law in the field. At the meal time, she was not allowed to eat with the family. She ate alone and cried a lot. After sometime, she went out to work for a company to earn money to go home. Upon return, she was pregnant and brought along VND 5-6 million. (In-depth interview with a mother whose daughter got married with a foreigner - Ngãi Tứ commune - Tam Bình district – Vĩnh Long ).

According to the Masters Thesis (The Faculty of International Relations, National University of Seoul – South Korea) of Hà Minh Thành<sup>6</sup> with the topic titled “Research on marriage between Vietnamese and South Koreans, among

Vietnamese and South Korean couples, the age gap of 10 is the majority (85%), of 20 is 15% and the most frustrating thing with South Korean husbands is violence (35%)”.

According to a South Korean journalist, the trend of getting married with young Vietnamese women (more or less 20 years)

6 Article “Get married or buy a Vietnamese wife” - Tuổi Trẻ Online, Tuesday, 25 April 2006.

with old South Korean men is increasing. Consequently, a series of social problems are arising: *force daughter-in-law to follow husband's family lifestyle, stresses due to language differences, consider wives as domestic helpers free of charge and sexual violence*. Most of Vietnamese women coming to South Korea meet with economic and social difficulties such as forged marriage or considered as prostitutes. In recent time, marriage contracts also clearly indicate parents' compensations when brides escape. In practice, there is a case where a 45 year old South Korean man married a 19 year old Vietnamese girl and then he divorced with the reason that *"My wife often gets up late and does not cook breakfast for my son who is studying at a higher secondary school"*. He then filed a complaint to the Institute for Protecting Consumers to get back marriage expenses<sup>7</sup>.

### III. CAUSES OF TRAFFICKING OF WOMEN AND CHILDREN

The reasons for trafficking vary from place to place but in general, they can be categorized into 5 groups, including

<sup>7</sup> Article "Get married or buy a Vietnamese wife"  
- Tuổi Trẻ Online, Tuesday, 25 April 2006.

a) Reasons from trafficked women, b) Reasons from family, c) Reasons from the community, d) Objective reasons of supply-demand: demand for wives, demand for women and children for prostitution, aspirations of some Vietnamese women to get married with foreigners to change their lives and e) Reasons from anti-trafficking activities of functional agencies.

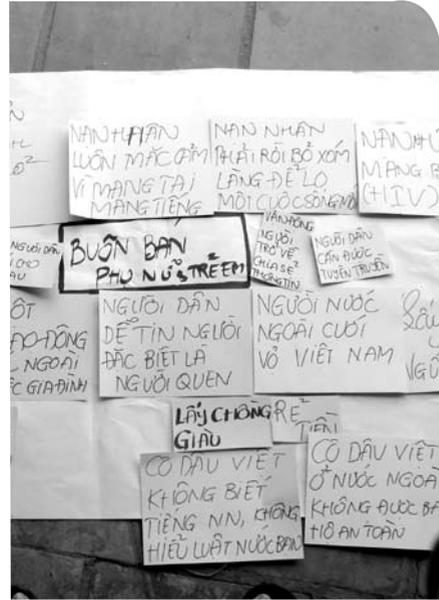
#### a. Reasons from trafficked women

It is necessary to be seen that all women can become targets of traffickers. The analysis of information has revealed that women at all ranges of age and in all areas have high responsibilities for their families. In light of difficulties in employment and income, women have to work very hard (particularly in a mountainous district , women have to work twice as much as men – *Talk with leaders of Tủa Chùa district*). Therefore, they have legitimate rights to look for a new employment with higher incomes, less hard and a better living environment. However, the crucial point is that due to lack of knowledge in trafficking of women and children as well as tactics of traffickers, women are extremely vulnerable.

"Previously I worked in a restaurant in Cao Bằng. After that, the restaurant was closed and I followed my husband to Vũ Thư district, Thái Bình province. By then we already had a son. In 1996, due to difficulties in life, I went back to Cao Bằng to seek jobs. An acquaintacet asked me to join to trading plums to China. I did this three times and was trafficked at the fourth time. At that time, I was traveling from Trà Lĩnh - Cao Bằng to Nanning (Quang Xi and then to Nhúc Lâm. From there, I hired a motorbike taxi to Mực Cạc valley. Till then, I was squeezed to a "husband" house and to be told to stay on or would be brought to further remote areas. I had to stay with the "husband" called Chổng Vả Lĩnh (In-depth interview with a returnee – Sông Hiến ward – Cao Bằng).

Apart from lacking knowledge in trafficking of women and children, psychological factor is also another factor that exposes women to trafficking as women are light-hearted and easily trust tactics of traffickers. Besides, difficulties in marriage and family life inspire women to look for a better life abroad and this is also a contributing factor (Group of victims from Cao Bằng town and Thủy Nguyên district). In Tủa Chùa, boarding girl students are light-hearted in relations so they also become victims of traffickers.

The reasons for women getting married with foreigners and then trafficked (as analyzed in the situation of trafficking of women and children) are: young women in Thủy Nguyên and Tam Binh have *improper awareness on conditions and values of a sustainable marriage; or they are , not satisfied with the current living environment; and furthermore, they have a pragmatic lifestyle and easy to be tempted by material values; therefore, they consider marriage as a means to get out of poverty and accept to get married with foreigners under the cover of “voluntary marriage”*. This is also considered as deterioration in morality and lifestyle and creates loopholes for disguised marriage services to speed up their activities.



Result of group discussion on causes and effects of trafficking

Besides, sacrifice and responsibility of children to their parents, economic role of women in the family are also reasons for women accepting getting married with foreigners in order to generate incomes and do something for their parents. (Tam Binh district).

My daughter wants to get married with foreigners to pay back debts (1 gold bar) for the family. After 5 years living in Taiwan, she was returned by her husband's family as she was infertile. Presently, she is fine and working in a casino in Ho Chi Minh city. If she can meet with a foreigner (but not Taiwanese), I still want her to get married as I believe that she is fertile. (In-depth interview with a mother of a women getting married with foreigners - Phú Trường village, Song Phú district, - Tam Binh district).

## b. Reasons from family

Family is considered as a cradle for nursing, educating in terms of emotion and culture and sharing of love, responsibility, understanding, and encouragement and helping one another to fulfill their social responsibilities and aspiration. With these functions, the family acts as a stronghold to protect culture, prevent social evils and other adverse effects. Taking the factor of the family in the trafficking of women

and children, interviewees said that in the families whose women are trafficked victims, members lack knowledge in the issue of trafficking and tactics of traffickers. At the same time, some families have little concern and responsibilities in raising their children, leading to school early school drop out. (Cao Bằng town). There are also cases where exists domestic violence; women and children face with difficulties in life and easily to become victims of traffickers.

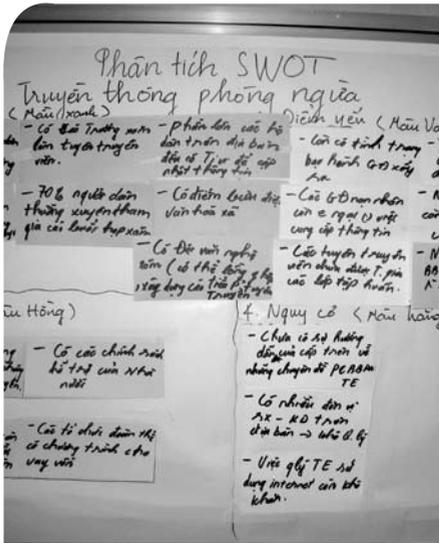
My husband has another wife so I live with my two little children while the other three daughters go to work. Once, one of my daughters met with a broker and she then got married with a Taiwanese. I didn't like it but she was very upset as her father lived with another woman and she also wanted to earn some money to clear debts for her parents. When her child was 1 year old, she returned and lived with me. She didn't tell the reasons why. (In-depth interview with a mother of a woman getting married with a foreigner- Ngãi Tứ commune - Tam Bình district - Vĩnh Long).

Another reason from families is that they are not vigilant and don't report to authorities when their children are missing or involve in relations with suspected criminals. (*Report on Trafficking of Women and Children in Cao Bang town*). Some poor and large-sized families agree to marry foreigners as a way to resolve economic difficulties (*Report of the District Women's Union of Tam Binh*). Others consider payment to marriage brokers as initial investments and that would be returned once their children get married but the outcomes are not as they expect. (Thủ Nguyễn district - Hải Phòng).

## c. Reasons from the community

The community itself lacks knowledge in trafficking of women and children. At the same time, they are not vigilant and active in discovering, report and prevent crimes. Especially in remote and mountainous areas such as Tủa Chùa district where people with low educational level live and have limited access to information sources, particularly those in Vietnamese. Furthermore, Mong people are traditionally hospitable. They always trust people from the same ethnic group and have a customs of kidnapping lovers so criminals often take advantage of this.

Most of Mong people rarely communicate with outsiders, have limited access to information as there is an unavailability of the national grid, loud speakers and especially, they cannot speak Vietnamese. Mong women and men at the age of 30 and upwards are illiterate. They are also very hospitable so criminals often take advantage of this. (In-depth interview with leaders of the District Women's Union, Youth Union - Mường Báng commune, Tủa Chùa district - Điện Biên).



Result of group discussion in Cao Bang town

The development of social evils, particularly drug addiction partly has an impact on young women in making decision to get married with foreigners. (Talk in Thủy Nguyễn – Hải Phòng).

In reference to survey outcomes of foreign marriage<sup>8</sup> in Dong Thap province, a reason that local women do not want to get married with their fellow men is that they are poor and do not have stable jobs (45%), have bad habits and characteristics, especially drinking (54%), scolding wives (27%), infidelity (15%) and lazy (11%).

#### d. Supply-Demand

This is also a reason leading to the trafficking of women and children. There is a huge demand for a wife for men from China, Taiwan, South Korea and even the United States of America. There is also a steady supply of women who wish

to change their lives through foreign marriage. It can be seen that the supply-demand is also affected with urbanization and globalization.

The pace of urbanization and its consequences such as career change, residence change, migration, and changes in marriage of nations in combination with globalization— more exchanges, access to information and smooth circulation from nations to nations would help people to easily meet their demands. These are also factors enabling supply meeting demand in the trafficking of women and children.

For instance, in South Korea, the pace of economic development makes women reluctant to live in rural areas. Korean men have to look for wives in other countries, such as Vietnam: "Korean men living in rural areas find it difficult to marry as women do not accept hard life and tend to migrate to urban areas to study and seek jobs. The figures released by the Department of Statistics of South Korea in March 2006 reveal that out of the total number of foreign marriage, the rural grooms makes up 35.9%<sup>9</sup>". From the Vietnamese side, the reason for getting married with Koreans as stated in the Masters Thesis (the Faculty for International Relations, the National University of Seoul) of Ha Minh Thanh "Reasons for marriage between Vietnamese and Koreans is "Korean dream", "economic reason" and "impact of South Korean cultural waves".

The demand for labour working in the sex industry is also a demand factor of the trafficking of women and children. Traffickers always thoroughly study psychology of women and children and use sophisticated tactics to cheat them and sell back to this lucrative industry.

<sup>8</sup> Vietnam Central Women's Union – Survey Report in Dong Thap province: Women with foreign marriage and Implementation of Representative Function of Women's Union at the grassroots levels-2008.

<sup>9</sup> Article: Protests against the Article on Vietnamese Brides in South Korea – Vietnamnet, 26/04/2006.

### **e. Reasons from functional agencies**

Although there exist the national and local programs on anti-trafficking of women and children, yet, due to budget constraint, these activities have not yet been replicated to each individual communes/wards and only in the form of integrated communications so the

effectiveness is not high. Moreover, due to complications of this kind of crime, untrained local officials do not have sufficient knowledge in contents as well as methods of implementation of activities (See the Chapter IV – Intervention Activities in Anti-Trafficking of Women and Children in Surveyed Areas).



# 03

## Community Awareness on Trafficking of Women and Children

### I. AWARENESS OF OFFICIAL AND PEOPLE ON TRAFFICKING OF WOMEN AND CHILDREN

#### 1. General awareness on trafficking of women and children

1.1. Awareness on definition and phenomenon of trafficking of women and children

Although the trafficking takes place in all surveyed communes, the ratio of people getting to know the problem is very low, only representing 31% of the total of questionnaire respondents. The rate of people never getting to know the problem is 10.8%. That is highest in Tủa Chùa – Điện Biên, accounting for 21.3%. The proportion of people of hearing of the problem but not really understanding

is 57.6% and the highest is in Tam Bình with 69%.

Categorized by profession, the ratio of people of never getting to know the problem or hearing of the problem but not really understanding is much higher than that of officials, 14.6% as compared with 10.8% and 61.7% with 55.8%. The most concerning thing is even some officials are not aware of definition of trafficking and believe that trafficking never happens in their localities.

Categorized by gender, although women are main targets of traffickers but 14.7% of women never hears of this problem. This ratio is higher for the group of single women (16.7%) and group of married women (16.7%). Married and single women and in general, the rate of women hearing of the problem but not really understanding is much higher than that of men (See the following table):

“There is no trafficking in this locality. Some women traveled to China by themselves, some returned while others did not. Some were tempted to go to China and then were missing. We have not yet known who did this. (Leader group discussion – Tân Dương commune – Thủy Nguyên – Hải Phòng).

“For the case of Song Phú commune, there exists a foreign marriage match making string but not trafficking (In-depth interview with Chief of Police of Song Phú – Tam Bình district – Vĩnh Long).

**Table 1. The ratio of people hearing and understanding the definition of trafficking, % of the opinion by marital status and gender**

	Single		Married		Single parent		Living with marriage		Average	
	Nam	Nữ	Nam	Nữ	Nam	Nữ	Nam	Nữ	Nam	Nữ
Never hear of	0.0	0.0	5.2	16.7	0.0	16.7	0.0	0.0	<b>4.8</b>	<b>14.7</b>
Have heard of but not understand	66.7	69.6	52.2	57.7	100.0	83.3	100.0	0.0	<b>54.0</b>	<b>59.9</b>
Have heard and understood	33.3	30.4	41.7	25.0	0.0	0.0	0.0	0.0	<b>40.5</b>	<b>24.9</b>

There is a quite high ratio of people and officials with proper understanding on the phenomenon of trafficking.

83% of respondents consider cheated women and forced marriage with foreigners are trafficking activities. For other phenomena, there is a high rate of people who are not sure whether or not they are trafficking activities. 41.2% does not understand whether voluntary marriage with foreigners and then women are forced to do housework or become prostitutes; or labor export and forced to do other work without wages, are trafficking phenomena. 35.6% does not know/understand adoption with the purpose of labor abuse is trafficking or not. People in Cao Bằng town believe that the trafficking only happens in border commune but not in inland ones.

### 1.2. Awareness on trafficked women

The trafficking is getting more and more complicating while tactics of traffickers are getting more and more sophisticating. However, the statistics on trafficking of women and children in project areas (*See the Chapter I- Situation on trafficking of women and children*) as

well as that nationwide show targets who are vulnerable to cheating and trafficking (See the annex) to understand people's awareness.

The outcomes of the survey show that traffickers take advantage of insufficient knowledge of people and officials to conduct trafficking. Although there is a high ratio of respondents indicating that victims are often low-educational women, poor women, lazy women but wants to live a rich life and light-hearted women, (63.8% to 66.9%), others such as unhappy women, single women and pretty women are not easily to be cheated or trafficked (36.2% to 49.2%). This contradicts the reality in surveyed areas.

### 1.3 Awareness on trafficked children

Over 61% of respondents believe that spoiled children and children who are not taken care of are those vulnerable to trafficking. Others like children living in unhappy families, poor families, children like earning money or orphans are less vulnerable (36.8% - 46.1%). 14.2% of respondents do not know what kinds of children are vulnerable to trafficking.

## 2. General awareness on traffickers and their tactics

The data shows that people and officials get to know about traffickers but the ratio of this is not high.

61.8% of respondents in Cao Bằng town and Tủa Chùa district believe that traffickers are those coming from other places. This thought facilitates traffickers to continue working here as most of people living in this place are Hmong and they always trust people in the same ethnic group. For example, in March 2008, in Sinh Phinh commune, a victim called Lai was cheated by 3 young men and trafficked but her family still considered the trafficker as purely a relative and their daughter would return home one day.

Others are of the opinion that traffickers are acquaintances, friends, hometown fellows or returned victims (below 50%, even down to 29.4%). Normally, communications are not fully carried out so awareness on trafficking of people is mainly based on cases happening in their own localities.

Categorized by areas, respondents in Cao Bằng town have better understanding

than those in other places. The lowest ratio is in Tủa Chùa district with 13.8% of respondents whom do not know who traffickers are.

Categorized by profession and gender, officials have better understanding than people and men have better understanding than women. Categorized by number of children of respondents, those with 3 or more children have less understanding than those with 1 or 2 children. This is probably due to the reason that they do not have time for understanding the problem (See the annex).

Similar to understanding on traffickers, officials and people also identify their tactics. More than 50% of respondents said they were aware of 3 out of 4 their tactics. However, the ratio is not high and is uneven in all communes. Only 11.3% to 13.8% of respondents get to know tactics such as foreign marriage or kidnapping or raping. 36.3%-45.2% know the tactics such as going away for doing business and promise to offer a better job. Out of 10.2% of those who are aware of any tactics, 21.3% comes from Tủa Chùa.

**Table 2. Awareness of respondents on tactics of traffickers - % of opinion by areas.**

	Cao Bằng town	Tủa Chùa district	Thủy Nguyên district	Tam Bình district	Average
Promise to offer a better job	92.5	36.3	71.3	73.5	68.4
Going far away to do business	81.3	42.5	53.8	60.2	59.4
Match making with foreigners	77.5	11.3	55.0	63.9	52.0
Kidnapping, raping	62.5	13.8	38.8	26.8	35.4
Unaware	2.5	21.3	7.5	9.6	10.2

### 3. Awareness on destinations of trafficking of women and children

In general, the understanding of respondents only focuses on trafficked women and children to other countries (75.8%). The lowest ratio of understanding is still in Tủa Chùa – Điện Biên, only 33.8%. Also in this district, 58.8% does not know where women and children are trafficked to. 35.1% believe that women and children are trafficked from rural to urban areas. In fact, the trafficking is getting more complicated and not only taking place from country to country but also from rural to urban areas within a country.

Poverty and lack of information/knowledge on trafficking of women and children are the two prominent reasons listed up by officials and people in surveyed areas, over 64%. However, less than 50% could state the further reason



Resident is filling in questionnaire

of poverty and lack of knowledge, namely being unemployed and uneducated.

**Table 3. Awareness of respondents on causes of trafficking of women and children - % of opinion in relation with their marital status and number of children.**

	Single	Married	Single parent	Living without marriage	Not yet/No children	1-2 children	3 or more children	Average
Poverty	75.0	63.6	57.1	0.0	78.6	70.1	55.1	<b>64.4</b>
Lack of knowledge in trafficking	81.3	62.5	57.1	0.0	71.4	68.2	55.1	<b>64.1</b>
Unemployment	50.0	47.3	42.9	0.0	46.4	57.1	34.6	<b>47.4</b>
Uneducated	53.1	45.2	42.9	0.0	46.4	53.9	34.6	<b>45.8</b>
Other reasons	6.3	18.4	14.3	0.0	14.3	14.3	22.8	<b>17.0</b>
Unaware of	3.1	10.6	28.6	100.0	7.1	7.1	16.5	<b>10.5</b>

10.5% of respondents are unaware of causes of trafficking, of whom, the majority are people from 2 communes of Tua Chua district – 26.3%: people in the community make up 12.5%, women: 12.7%, people under 30: 12.7%, single people: 28.6%. Those with 3 or more children account for 16.5% of the group.

During group discussions, local people have deeper knowledge in causes of trafficking. They also add up reasons for trafficking, for instance, communications in the complicated market economy so individuals and the society cannot fully contain or comprehend tactics of traffickers; the demand of foreign men in marriage or prostitution; the existence

of trafficking networks in localities; and weak communications.

60.4% to 66.9% of respondents are aware of main effects of trafficking on victims, namely, labor exploitation, forced prostitution, forced marriage or sexual exploitation. There is a lower rate of people getting to know other circumstances.

Out of 20.4% of respondents who are unaware of effects of trafficking of women and children, the highest ratio is officials and people in Tũa Chũa district (58.8%), single parent (42.9%), families with children under 15 (35.3%) and women (23.4%).

**Table 4. Awareness of respondents on effects of trafficking on victims - % of opinion of those who's the lowest rate of knowledge.**

	People in Tũa Chũa	Women	Single parent (women)	People with children under 15	Average
Labor exploitation	31.3	61.9	42.9	52.6	<b>66.9</b>
Forced prostitution	21.3	61.4	42.9	50.9	<b>63.5</b>
Forced marriage/sex exploitation	23.8	54.8	57.1	46.6	<b>60.4</b>
Adoption	3.8	11.7	14.3	7.8	<b>13.7</b>
Stolen organs	7.5	15.7	28.6	17.2	<b>22.6</b>
Unaware of	58.8	23.4	42.9	35.3	<b>20.4</b>

There is also a high ratio of knowledge of respondents in effects of trafficking of women and children. These are impacts on victims' families, the community and the society as a whole (74.6% to 88.9%).

The outcomes of group discussions have revealed that some people had gained deeper understanding on impacts on victims, namely, some being life-threatening, ill-health, have trouble with

legal papers, offended dignity, mental breakdown. Others are discriminated. For families, when children are trafficked, parents have to suffer from human loss, labor loss, loss of a peaceful life, ill health and economic losses. For the society, the trafficking triggers insecurity and social disorder and affects politics. If more and more Vietnamese women get married with foreigners, Vietnam has to suffer from gender imbalance.

#### 4. Viewpoints on treatment of returnees

Filled with love and sympathy, most of respondents have a good point of view in treating returned victims. They are concerned about spirituality encourage and offer material help to victims and especially, not discriminating them (62.8% to 87% ). Only 52.3% is concerned with helping victims to have a happy life, of whom, the lowest ratio is respondents in Tũa Chũa (23.8%), people (45%). The assistance to victims in terms of legal papers, full citizenship to participate in socio-economic activities is not much concerned (43.7%), of whom, those with least knowledge also come from Tũa Chũa and Tam Binh (people and women).

5.9% of respondents think that it is not advisable to get close to victims for fear that they can be deceived. 3.1% does not know how to treat victims.

#### 5. Awareness on laws – policies, programs on anti-trafficking of women and children and viewpoints on trafficking.

Awareness of people on laws – policies of the State as well as programs on anti-trafficking of women and children is very low. Although 68.7% of respondents said that the State had promulgated laws to regulate human trafficking and 63.2% said that the State had launched programs in anti-human trafficking. Yet, they could not specify contents of the laws or the programs. In addition, 24.5% of respondents do not know whether the State had promulgated any laws in relation to trafficking and 5.9% believes that none of the laws are available. The group with the least knowledge is those from Tũa Chũa. In Tam Binh, women, single parents, people under 30, people with 3 and more children and people with children under 15 were in the discussion group. (See the table).

**Table 5. Awareness of respondents on laws regulating human trafficking crime - - % of the opinion of those with the least knowledge.**

	Tũa Chũa	Tam Binh	Local people	Woman	Single parent	People under 30	People with 3 or more children	People with children under 15	General
Availability of laws	47.5	63.9	62.9	62.4	57.1	52.7	61.4	66.4	68.7
Unavailability of laws	7.5	7.2	6.7	5.6	14.3	9.1	7.9	4.3	5.9
Do not know	43.8	28.9	29.6	31.0	28.6	34.5	30.7	28.4	24.5

Most of officials and people believe that trafficking is illegal and immoral (92.3 and 91.3%). Also, 82.7% think that this problem is taking place in their localities, triggering anger in the community and needs to be addressed immediately.

## II. AWARENESS OF JUVENILE CHILDREN ON TRAFFICKING OF WOMEN AND CHILDREN

The outcomes from children group discussions (aged 10-15) have shown insufficient knowledge in trafficking, trafficked targets, traffickers and their tactics, causes and effects of human trafficking. Children in Thủy Nguyên and Cao Bằng town have better understanding than those in Tủa Chùa and Tam Bình. In Thủy Nguyên, children get to know the problem from papers, media and loud speakers while in Cao Bằng, and they get information from schools, parents and other adults. However, they are not aware of the real situation in their localities. One said *“Tuyet, a daughter of Mrs. Me was tempted to travel to South Korea by a cousin who got married with a Korean. She was promised to get married with a rich director but in fact, when she arrived in the country, her husband was a poor driver. His family lived in rural areas. Until now, Tuyet has not yet been able to return. (Children group discussions in Tân Dương commune – Thủy Nguyên district”.*

Different from children in Thủy Nguyên and Cao Bằng and similar to those in Tam Bình, children in 2 communes of Tam Bình have little knowledge in trafficking of women and children *“Children are poorly equipped with knowledge from school, family and the community”* (Children



*Children group discussion*

group discussions in Ngãi Tứ commune, Tam Bình district).

Children in 2 communes of Tủa Chùa are very vague about trafficking of women and children. They know little information from adults' warnings and mass media.

It can be seen that in general, children aged 10-15 in all surveyed areas are not fully equipped with knowledge in trafficking of women and children. Their information sources are mainly from adults, teachers or media (except Cao Bang where children gain information from extraordinary programs in schools).

Children hope to be fully aware of this problem, particularly tactics of traffickers, life skills to avoid traps of traffickers or necessary referral point to report to functional agencies when they are in danger.



# 04

## Implementation of Anti-Trafficking of Women and Children in Surveyed Areas

In order to address the issue of trafficking of women and children, since 2004, the Government of Vietnam has directed functional agencies to set up an inter-sectoral Steering Committee to implement the program titled "Prevention and Anti-trafficking of women and children 2004-2010". The program is composed of 4 components: Component 1- Prevention and fight against trafficking of women and children co-implemented by the Ministry of Public Security and Border Army. Component 2 – Communication and education for the community to prevent and fight crimes which is implemented by the Central Women's Union. Component 3 – Receipt of trafficked victims and assistance to integrate them in the community, co-implemented by the Ministry of Judiciary and the Ministry of Education and Training. Component 4 – Job creation, implemented by the Ministry of Labor, War Invalids and Social Affairs. The Ministry of Finance and the Ministry of Planning and Investment are responsible to carry out relevant work.

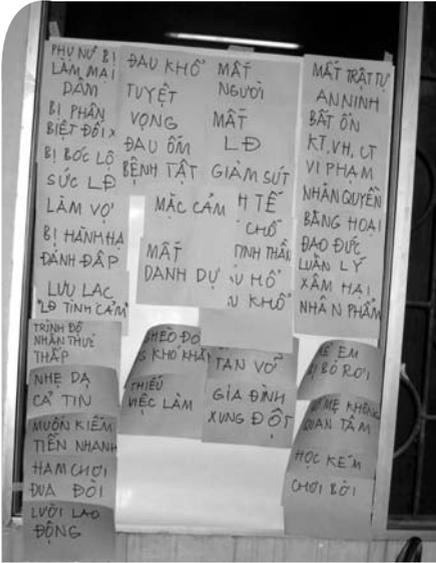
With regard to communications, during the period of 2005-2007, The Central Women's Union developed a plan to direct communications and education for the community. The Union cooperated with media to develop and broadcast 84 documentaries on anti-trafficking of women and children; 3,000 programmes/articles broadcasted through audio system and issued on papers to condemn criminals and raise awareness for women and people in general. Women's Unions at all the levels organized nearly 96,000 communication sessions for more than 6 million people on anti-trafficking of women and children, especially communications

for border provinces. During the process of communication, some returned victims participated and became reporters and communicators on anti-trafficking. Over 500,000 leaflets, posters, slogans were distributed ; 200,000 handbooks on Information for Women were provided to members of unions. Scores of clubs were established with abundant contents and forms of organization and attracted plenty of women and men and they became a place where victims can rely on, contributing to reducing difficulties in their lives<sup>10</sup>.

According to the reports of all localities, most of the surveyed areas have seen a number of anti-trafficking activities of women and children. Under the direction of the higher levels, District Women's Unions have executed activities such as communications, distribution of leaflets, training for union members on communications on anti-trafficking, target approach and psychological counseling in accordance with the Decision numbered 17/2007/QĐ-TTg on community re-integration for returned women and children. Most of districts in surveyed areas have set up the Steering Committee on implementation of prevention and anti-crime program, including trafficking crime pursuant to the Decision numbered 130CP/2004/QĐ-TTg.

Although activities have been undertaken on a large scale, due to complications of the problem, subjective and objective difficulties, especially budget constraint,

<sup>10</sup> Source – Report on anti-trafficking of women and children 2007, the Central Women's Union of Vietnam.



Result of group discussion on causes and effects of trafficking

"The inter-sectoral Steering Committee 130 was set up at the communal and district levels. Every year, the Committee develops an action plan and implements it through work plan of sectors and units. Yet, only the Police, Women's Unions and schools have implemented well. In addition, the Women's Union alone is unable to carry the burden of community re-integration. Communications are mainly integrated. Not many documents on anti-trafficking of women and children are available". In all surveyed communes, when analyzing anti-trafficking activities with communal leaders, most of them rarely touch upon activities of the Steering Committee. Anti-trafficking is mainly integrated with other programs. There are not yet separated or specific topics and at the same time, contents are not professional.

the combination among relevant agencies and sectors has not been consistent; organization skills of communications have proven low; investigation, capture and prosecution of criminals have not been fully implemented, and therefore, in surveyed areas, the implementation of anti-trafficking activities have shown limitations. In Cao Bằng town where the execution of anti-trafficking activities is better than other places, leaders said that

According to assessment of community people, 48.3% of respondents think that there exists anti-trafficking activities in their localities, of which, the lowest ratio is in Tam Binh district – 27.7%, followed by Tòa Chùa district – 41.3%. The remainder – 51.1%, including officials and people either are not aware of these activities or believe that none of the activities has been undertaken in their localities.

**Table 6. Opinion in implementation of anti-trafficking of women and children in localities - % of opinion by surveyed areas.**

	Cao Bằng town	Tòa Chùa district	Thủy Nguyên district	Tam Binh district	Average
To be implemented	60.0	41.3	65.0	27.7	<b>48.3</b>
Not yet implemented	17.5	17.5	26.3	38.6	<b>25.1</b>
Don't know	22.5	38.8	8.8	33.7	<b>26.0</b>

## I. COMMUNICATIONS

In terms of communications, the first and most important content is to deliver training on knowledge and skills for a pool of communicators. Only 14.9% of officials and people in surveyed areas believe that these activities have been carried out with the highest ratio in Cao Bằng town and Thủy Nguyên district – 16.3% to 17.5%. Targets for community communications are women in general (13.3%), others including returned women, men or children are very few (1.9% to 4%).

Concerning effectiveness of communication, only 9.3% of respondents believe in its effectiveness. The remainder considers it either not effective or low effectiveness. It is worth noting that in Cao Bằng where more communications are undertaken than any other place, 12.5% think communications are not very effective.

Communications through loud speakers have been carried out with very low ratio. Only 23.2% of respondents have affirmed the existence of this kind of communications with the highest rate is in Thủy Nguyên – 53.8%. In the meantime, none of the communications of Tòa Chủ đã has ever been made and in Cao Bằng, only 12.5% of people are aware of this. In general, people do not appreciate effectiveness of communications through loud speakers. Only 13.6/23.2% think that this activity is of significance in providing information on anti-trafficking.

More communications/talks in meetings have been undertaken but still the ratio is not high, 35.9% with the highest ratio is in Cao Bằng – 57.5% and the lowest is in Tam Bình – 21.7%. Targets of communication in these meetings are men and women. Returned women and children are of little concern. Similar to other communications, the effectiveness of this activity is not very much appreciated.

It can be said that many sectors and agencies are very concerned and have participated in guiding and preparing contents on anti-trafficking for communications through speakers or in meetings. They are People's Committees of communes/wards, villages/streets, the Police, Women's Union, Fatherland Front and other mass organizations. However, the level of participation is not high (See the data in the annex). Information from community group discussions when drawing Venn, describing roles of agencies taking part in anti-trafficking communications has also shown roles of mass organizations.

Quantitative information from talks and group discussions, in-depth interviews has revealed diversification in forms of communications of surveyed areas. For instance, in Cao Bằng, communications are implemented through outstanding cases, musical performances or clubs. In Tua Chua, since 2007, right after the case of 2 trafficked women, local authorities and the District Women's Union informed 12 communes and made announcements in meetings. The Women's Union made a plan to guide 12 chapters to communicate the community on this problem. The year of 2007 saw the climax in communications. In Thủy Nguyên, excluding 3 communes supported by ActionAid in anti-trafficking activities, in other places, the District Women's Union organizes a communication annually for members at the communal level and holds symposia in 8 March and 20 October and makes communications through loud speakers twice a month. In addition, the Women's Union of the city printed materials and organized a performance titled "*Clubs for Communications in Prevention and Anti-trafficking of women and children*" in August 2008.

In Tam Binh, the District Women's Union only holds a meeting themed prevention and anti-trafficking of women and children once a year for members at the communal/ward levels and guides localities to organize communications,

assign members to approach women during filling procedures for foreign marriage. According to communicators, the communication is not implemented frequently and they are in shortage of documents.

"Communications in the commune is very limited, only a few minutes everyday through loud speakers and sometimes in meetings or integrated with other contents. We have not received any professional documents regarding this problem. We mainly approve plans and provide guidance to the grassroots levels. We provide information from the provincial level, for instance, the Provincial Police supply information on trafficking of women and children in the province and in others so everybody is aware" (In-depth interview with Chief of Police in Song Phú – Tam Binh – Vinh Long).

In general, communication on anti-trafficking of women and children is a complicating topic and difficult to implement, both in terms of contents and forms of implementation. Communicators need to have knowledge and skills in developing contents and approaching targets. Hereunder are difficulties in making communications in the surveyed communes:

- Communications are not appropriately concerned by management agencies; not intensive and extensive enough and not yet able to approach targets. Workers from sectors and agencies taking part in communications are not trained on knowledge and skills of communication; knowledge in trafficking is not sufficient and concrete; cooperation with other functional agencies is still minimal; and not updating in time foreign marriage through broker services.
- Education and knowledge of people is limited; cooperation with functional agencies is not close. Victims' families are reluctant in providing information and victims are reluctant to take part in communication activities.
- Migration strongly develops, particularly migration for job seeking. People commute and communicate on a larger scale so they also have risk to meet with traffickers while not very knowledgeable in human trafficking. At present, migration is getting out of control of agencies but concrete contents are not yet available to carry out communications.
- The temptation by traffickers is taking place. Besides, impacts of market economy and preference of material values expose people to deception. Especially in Tua Chua, Hmong people can trust people easily, particularly those from the same ethnic group. In light of underdeveloped economy, strangers penetrate in localities and disguised as traders. They use tactics of getting involved in a relationship or tempting women to go far away to do business to cheat them.
- For mountainous districts such as Cao Bằng or Tủa Chùa where people live in scattered places, communications meet with a lot of difficulties due to access problems.

- Impacts of cultural produce and unhealthy entertainment establishments have adverse effects on people. Internet, apart from advantages, is also a danger for children, especially those who go to school. (Cao Bằng town).
- Social evils are on the rise, particularly drug addiction of young men. This upsets young women and they prefer to shift to foreigners to get married with. (Thủy Nguyên – Hải Phòng).
- Officials and agencies involved in communications are not yet closely and consistently cooperating with one another. At the same time, they are not equipped with materials, tools, means of communications as well as budget to carry out the work.

their right to life has been implemented by agencies in surveyed areas but at the very low level. For victims who have been through ordeals with psychological and physical injuries, they need encouragement and sympathy to obtain balance in life. However, only 10.2% of respondents believe that local authorities have met with and given counseling to returnees. 8.7% think that local authorities facilitate legal procedures, such as redoing identity cards, resident registration, sending children to school and job creation. 3.4% think that local authorities provide returnees with medicines and funding so that they stabilize their lives. There is a low ratio of respondents indicating that community re-integration has proven effective - 2.2% to 6.2%.

Interviews with returnees and outcomes of group discussions have shown that due to different reasons not all the victims have ever received assistance from functional agencies and the community:

## II.COMMUNITY RE-INTEGRATION

Community re-integration for returned victims and their children to protect

“We are from the Women’s Union, a mass organization. We are aware of the situation of returned victims but not yet done much. Educational level of communal officials is still limited. Furthermore, it is difficult for us to approach trafficked victims as they are not open and so reluctant to participate in activities of social organizations. They also do not spell out their aspirations. Concerning finance, at present, there is no funding source available for this activity neither are materials for this” (In-depth interview with the Chairwomen of Women’s Union of Duyệt Trung commune – Cao Bằng).

Not only receiving little psychological counseling, encouragement, support in health examination and treatment and job seeking, returnees also meet with

difficulties in obtaining identity cards to work and study and implement their rights.

"We are frustrated because our child was trafficked and with a lot of efforts, she could return after 14 years. However, she has not yet to receive an identity card and resident registration though she is now 27 years old." (Leader group discussions – Tân Dương commune – Thủy Nguyên – Hải Phòng).

"The police do not register returnees because there is no institution verifying where returnees have been and what they have done during their absence in localities. However, they bring along their children so it is impossible to do resident registration. They should have come to Chinese police to report and obtain certificates. For young women getting married with South Koreans, this is on voluntary basis. When leaving, they have cut off resident registration and when returning, they do not show papers so we cannot verify their nationality."

*(Leader group discussion in Tân Dương – Thủy Nguyên – Hải Phòng).*

Apart from providing assistance to returned victims and their family members, one of the objectives of community re-integration is to help families whose trafficked victims have not yet returned home.. This work is extremely necessary as verification, searching of victims, arresting criminals, helping families to overcome shocks of human loss, labour loss will help families to stabilize their lives.

In order to prevent trafficking of women and children, it is essential to give notice to high risk targets and their families, such as young women in poor and difficult families, women with low educational level etc.

According to a leader of a group discussion, difficulties of community re-integration are the following:

- Awareness of commune officials is limited and at the same time, there is no concrete guidance from the upper levels.
- Although local authorities offer help to returnees, most of them still lack funding and have no available jobs.
- Returnees are not qualified enough and not in good health to work for agencies or enterprises.

- Some communal judiciary workers are not active in providing legal support. The police are not aware of nationalities of returnees. Returnees do not have resident registration (only in Thủy Nguyên – Hải Phòng).
- Some people in the community discriminate returnees.
- Localities are in shortage of funding, medicines and health equipment to examine and treat returnees.
- Localities lack funds and other conditions to support returnees to stabilize their lives.
- Communes lack funding and concrete materials in implementing this content.

### III. PREVENTING CRIMES

People are concerned with prevention, discovering, arresting and reporting of trafficking crime as this causes critical consequences on security and social order, life and dignity of women and children. However, this is a complicated activity as tactics of traffickers are very sophisticated. When being reported, traffickers have escaped or reject

evidence. Therefore, from time to time, there are cases where criminals are outlawed.

However, this activity is not yet effectively implemented in several areas. Some cases are not discovered and resolved timely.

The mobilization of people in prevention and discovering trafficking criminals is not fully executed. Only 27.2% of respondents are aware of this activity in their localities with the highest ration is in Cao Bằng – 41.3% and the lowest is in Tam Binh with 15.7%. The figures for the remaining 2

district are 25% and 27.5% respectively. The effectiveness of this activity is not highly appreciated. Only 12.4% believe that this is of great significance in the community.

14.6% of respondent think that there is investigations, arresting and prosecutions of criminals in their localities and of whom, only 4.6% believe that it is effective.

The first difficulty of this activity is demand for budget to implement on a large scale.

There is not yet funding from the Program 130 (The Program on Anti-Trafficking of Women and Children) and the Program 138 (The Program on Prevention and Anti-Crime). Annually, an amount of VND 3 million is used to guarantee security of the ward and this amount has been made available only over the last 3-5 years. So how can we fully allocate this fraction of funding to all activities? (In-depth interview with Chief of Police of Sông Hiến ward).

Recording and management of migrants, returnees and their families need to be more professional. In order to improve overall management and this problem in particular, I propose that a computer set to be equipped for police. (In-depth interview with Chief of Police of Duyệt Trung commune– Cao Bằng).

According to in-depth interviews, group discussions, talks with local leaders, difficulties in prevention and arresting of criminals are as follows:

- The mobilization of people to report crimes is not strongly implemented.
- Families and the community do not timely report illegal foreign marriage or when family members go missing.
- It is difficult to control commuting and communications of people. People do not report their absence. In Cao Bang, it is even more difficult as there are plenty of small roads/entry points to China. It is so in Tua Chua also. In Thủy Nguyên and Tam Bình, there are a great number of people going far away to do business.
- Qualifications of policemen are still limited. They lack skills to extract information from suspects, in some areas, police do not react timely to returnees to protect rights and interest of victims.
- Inter-sectoral plan is not concretely developed. Budget is limited so the effectiveness of activities are not guaranteed.
- There is not yet exchange of information among Vietnam and China, South Korea so Vietnam is not updated on information of returnees.
- While foreign marriage is on the rise, the supervision of illegal match-making networks is very difficult.

#### IV. TRENDS AND DANGERS OF TRAFFICKING OF WOMEN AND CHILDREN IN SURVEYED AREAS

Trends of trafficking of women and children depend on a variety of factors, including activities of functional agencies, awareness of people on trafficking and external impacts such as free migration, exchanges and communications with people from other communities.

Exchanges and communications with outside people take place very actively. In light of market economy, the State encourages households and all economic sectors to participate in labor and employment. In each individual commune, people can travel among at least 10 locations and not only restricted to a commune or a district but many districts across the country. For example, people in the communes of Mường Báng and Sinh Phình often travel to other districts in other provinces, namely Sa Pa, Lào Cai, Mường Tè, Phong Thổ (Lai Châu) Sinh Hồ, Si Pha Thì, Than Uyên, Mường Nhé, Thái

Bình, Hòa Bình. In the meantime, those in the communes of Tân Dương and Trung Hà of Thủy Nguyên district can travel to Ho Chi Minh City, Móng Cái, Hà Nội, Hải Phòng and even to Japan, South Korea and Taiwan in the form of labor migrants.

In all surveyed communes, there is a high ratio of people knowing that scores of people from their places migrate to seek jobs (71.8%), labor migrants (63.7%), women getting married with foreigners (53.8%) and 31.9% know that there are missing people from their localities but the reasons are unknown.

As the trafficking of women and children is not of great concern to official, and such officials lack knowledge and skills as well as budget, materials and collaboration mechanisms, awareness of people in prevention is low, the risk of trafficking of women and children in surveyed areas is still very high. "The danger is worrisome, both in the forms of cheating, kidnapping, forcing and disguised foreign marriage and labor migration." The Party Secretary of Trung Hà commune – Thủy Nguyên district said:

Getting married with foreigners in the locality is very complicated and on the rise. Presently, we only know those with certificates but not incomplete marriages as well as pain of women after some unsuccessful foreign marriage. We hope that with the support of ActionAid Việt Nam, we will be equipped with knowledge and communication measures so that women can reduce risks in their lives.

# 05

## Conclusions and Recommendations for Interventions in Surveyed Areas

### I. CONCLUSIONS

1. The outcomes from the survey have shown that trafficking of women and children takes place in all surveyed areas and in the forms of (1) Women and children being cheated, forced, kidnapped and trafficked to China to force getting married with Chinese man or for other purposes such as for sexual industry, and (2) Women by they choice get married with foreigners but during the process, they are deceived by broker networks in the districts of Thủy Nguyên and Tam Bình and on the upward trend in Thủy Nguyên.

2. There is number of reasons triggering the problem but from the perspective of women, reasons can be listed up as economic difficulties, unhappy life; Women want to have better jobs and happy marriage but lack knowledge to prevent trafficking; Women are light-hearted and can trust others easily (Cao Bằng town, the districts of Tũa Chùa and Thủy Nguyên); Women hope to get rid of life's difficulties by wishing luck in foreign marriages and some fortunes to pay off their parents debts but they do not have appropriate perception of conditions and values of a sustainable marriage (the districts of Thủy Nguyên and Tam Bình); and young women easily get involved in a relationship (Tũa Chùa district). The reasons from family and the community are: Families lack knowledge and are not vigilant with the trafficking; Some families do not have a happy life and are not concerned with their children; Families do not timely report their missing children or suspected targets to functional agencies; and social evils are on the rise and this

inspires young women to get married with foreigners (the districts of Thủy Nguyên and Tũa Chùa). The objective reason of the supply-demand in the region is also a concerning issue. In addition, another important reason is insufficient and weak communication in preventing and anti-crime of functional agencies and thus is not strong enough to cope with the increasing crimes in the region.

3. Although trafficking of women and children takes place in all surveyed areas awareness of people and officials on this problem is still low, namely, definition of human trafficking and its phenomena; causes and effects; targets and tactics of traffickers; relevant laws and policies. Especially in recent years, trafficking has happened under the cover of legal foreign marriage and this causes a lot of difficulties for officials and people investigating trafficking factors. Comparing surveyed areas and targets' groups has revealed that Cao Bằng town has people with the highest ratio of knowledge and Tũa Chua with the lowest ratio. Official are more knowledgeable than people and in terms of gender, men are more knowledgeable than women. Studying further, different targets' groups reveals that single women, single parents, women living with partners, men and women with 3 or more children and those with children under 15 have the high ratio of not understanding the trafficking of women and children. These are target groups that should be included in communication sessions.

For children, the survey outcomes have shown that those aged at 10-15 in all areas are not fully equipped with knowledge in trafficking. Their main



Result of group discussion on frequent migration

sources of information are from adults, teachers or media (except Cao Bằng town where children can attend extraordinary programs in schools).

4. Anti-trafficking activities, including communications, prevention and anti-crime and community re-integration have been carried out but not intensive and extensive enough and thus, the effectiveness is not high.

Communications are integrated, not yet intensive enough and contents are not diverse.

Prevention and anti-crime such as raising activeness of people in reporting crimes, supervision, recording and discovering suspects and searching victims have not yet been effective.

Community re-integration is mainly undertaken by the Women's Union and services such as psychological counseling, provision of loans and job creation. Other services such as counseling and support in legal procedures, health examination

and treatment, vocational training and encouragement of returnees to participate in community activities have not been well implemented. For trafficked victims and those go missing, the assistance to their children and families is not properly carried out. For targets with high risks, listing, recording, provision of counseling in terms of career, marriage and prevention of trafficking have not been executed.

The reasons for ineffectiveness in prevention and anti-trafficking of women and children are loose direction and collaboration of the inter-sectoral steering committee 130, lack of human resource, insufficient knowledge of the problem and constraints in terms of finance and other means. In the meanwhile, social factors, dangers and the increasing crime are getting more complicated.

5. The danger of trafficking is worrisome both in the forms of trafficking or disguised and false foreign marriage. This is due to lack of awareness of the community on trafficking, difficulties in life, employment and marriage, broadening communicating environment, increasing social evils while the effectiveness of prevention and anti-trafficking is still low.

## II. RECOMMENDATIONS FOR INTERVENTIONS

The survey outcomes have shown that localities are very concerned and make recommendations to address reasons and to implement effectively the anti-trafficking. These are:

- Underemployment: There is a need for poverty reduction programs which pay attention to high risk families and returnees.
- People lack knowledge, skills and experience in prevention and

anti-trafficking: It is necessary to implement literacy programs and raise educational level; to provide officials and people with information to raise their awareness.

- The community is not aware of laws and policies on anti-trafficking: It is necessary to disseminate laws and policies in simple forms for officials and the entire community to understand.
- Shortage of finance, means, conditions, contents and materials in implementing prevention and anti-trafficking: institutions need to provide support.
- The direction is not consistent and frequent: It is necessary to enhance capacity of the steering committee, set up a network of communicators, organize collaboration and bring them into frequent action plans of localities.
- Collection and exchange of information: It is necessary to make recordings, to mobilize people to provide information and timely report arising problems, etc.
- Returnees or families with trafficked victims are reluctant to take part in communications: It is necessary to mobilize them to participate in the network of collaborators and communicators.
- It is necessary to make a network among localities to timely provide information and support the control of suspected incidents.

In order to stem unsafe migration, the prime priority is to raise living standards of women. At present in the commune, 300-400 out of 978 members have no stable jobs. They only do some simple work such as separating cashew nuts or make carpets at home. Therefore, vocational training and job creation for women are extremely necessary (In-depth interview with the Chairwoman of the Communal Women's Union of Song Phú – Tam Bình district).

Nevertheless, anti-trafficking is a large program. The participation of many agencies and sectors and coordination among them are of great necessity. Within the scope of the survey and on the basis of the objectives of the Women's Rights Program of ActionAid, the research team recommends the following concrete activities:

**1. Consolidate and enhance working quality of the Steering Committee on Prevention and Anti-Trafficking of Women and Children at the district and communal levels** (especially at the communal level). Build up a contingent of communicators and collaborators at

the grassroots levels. In order to ensure the effectiveness of the Committee, a sustainable source of funding either from the project or the State budget must be guaranteed.

**2. Compile materials and deliver training on raising awareness and skills for members of the Committee and a contingent of collaborators and communicators on :**

- Contents on trafficking of women and children: definition of trafficking of women and children, phenomena of trafficking, differences between migration and human trafficking,

especially trafficking factors in disguised foreign marriage with special attention to *legal rights and interests of Vietnamese brides in relation with family life and divorce*.

Other contents such as targets vulnerable to trafficking, tactics of traffickers, causes and effects of trafficking, relevant laws and policies and preventive measures. Another important content that needs to be brought into training is gender equality, women's rights, gender-based family violence to provide officials and people knowledge, contributing to address gender and family reasons in relation to trafficking of women and children.

- Effective methodology and skills of communication to encourage the community to take part in communications, such as skills of presentation, observation, listening and questioning; skills of organization and direction of group discussions; skills of forming targets' groups and attracting participation of returnees.
- Working experience, psychosocial counseling skills and other necessary work in community re-integration.
- Methodology and skills in developing objectives, action plans in anti-trafficking of women and children of the Steering Committee and other functional sectors and agencies.

### **3. Scale up communications to create changes in the community.**

- Contents of communication: focus on knowledge that people do not have clear understanding such as definition of trafficking of women and children and its phenomena, causes and effects of trafficking, tactics of traffickers or crime networks. It is necessary to heighten activeness in preventing,

finding and providing information to functional agencies.

- Diversify forms of communication to increase its effectiveness:
  - + *Oral communications in meetings of groups, residents, members of mass organizations, schools and typical targets of localities.*
  - + *Bring contents on trafficking of women and children in cultural activities of localities, such as drama, writing, musical performances, etc.*
  - + *Use mass media, audio and visual system, etc.*
  - + *Display posters, slogans and distribute leaflets and handbooks to families.*
  - + *Utilize living evidence by encouraging returned victims or members of families whose victims have not yet returned to participate in communications.*

Communications concentrate on high risk targets but lack knowledge on trafficking of women and children like women and children in general, single women and men, women with young children. Especially, in *Thủy Nguyễn – Hải Phòng*, it is necessary to collect information and make communications to those already married with foreigners and are returning to broker more marriages in the locality.

### **4. Community re-integration**

4.1. Collect information, data; make recordings to manage situation of victims, and their families, returnees and their families, targets with high risks and suspected criminals.

4.2. Approach and provide counseling and support to returnees such as loans, vocational training, training on production and animal husbandry;

health examination and treatment, legal and psychological counseling and creation of favorable environment to attract returnees to take part in community activities.

4.3. Collect information and search for missing victims and help their families when necessary.

4.4. Assist targets with high risks to seek jobs, vocational training, counseling on marriage and family, particularly marriage with foreigners, knowledge on foreign cultures, knowledge related to migration and trafficking of women and children.

4.3. Integrate the program on prevention and anti-trafficking of women and children with poverty reduction activities, job creation, income generation, prevention of social evils and raising cultural life of the community.

4.4. Request the State to add up regulations on supporting loans, land and resident registration for returnees.

**5. Prevention of crimes**

5.1. Establish hot lines in cities ; launch movements on mobilization of people on early control, provide frequent information and provide rewards for providing information.

5.2. Mobilize families to timely report missing cases or relations with suspected strangers.

5.3. Encourage people to report absence in accordance with laws so that they will be protected by laws when exposed to trafficking.

5.4. Follow-up frequently signals of trafficking of women and children in localities and timely verify, investigate and arrest trafficking criminals when being reported by people.



Recommendations for action plan

5.5. Strengthen management of organizations and individuals brokering foreign marriage to timely prevent cheating and arrest and prosecute criminals.

**6. Other activities:**

- Continue to make requests to the State to promulgate regulations on understanding process and marriage with foreigners which are in line with customs and moral values of Vietnam. It is necessary that not only grooms and brides but the two families have to understand lifestyle and customs of each other and to avoid current “purchase” of Vietnamese wives. At the same time, there need to be regulations which clearly state protection of Vietnamese women’s rights when getting married with people in neighboring countries, such as conditions to avoid domestic violence, being sexually exploited and traded, etc.

- International organizations need to offer more help in constructing cooperation network on prevention and anti-trafficking of women and children at the national and regional level to provide, exchange information so that trans-national trafficking cases can be timely stopped.
- Domestic agencies and international organizations need to step up communications to promulgate laws, policies and suitable intervention programs to increase effectiveness of prevention and anti-trafficking of women and children.

## ANNEX

### I. T General information about surveyed areas

Areas	Natural area (km <sup>2</sup> )	Population	Women	Juvenile girl children	Laborers	Female laborers	Number of households	Female-headed households	Average incomes per capita per year (VND)	Female-headed poor households	General poor household rate (%)
Cao Bằng town *	50.06	55,661									4,65
Sông Hiến ward	9.55	9,014	4,520	271	3,788	1,898	2,492	747	400,000	60	5.3
Duyệt Trung commune	9.89	2,640	1,332	92	1,567	723	720	54	350,000	28	11.0
Tủa Chùa district *	679.41	45,710	11,734		20,273	9,933	7,487	364		210	51.0
Thủy Nguyên district	242.7	299,752	152,594		158,317	79,206	73,122		13,420,000	2,624	6.74
Tân Dương commune	4.794	8,853	4,456	692	5,222	3,926	2,035	725	4,500,000	70	6.4
Trung Hà commune	3.914	5,332	2,673	317	3,199	1,283	1,226	88	5,200,000	33	11.0
Tam Bình district	279.72	165,214	84,597		95,412	45,700	36,278		7,980,000	784	11.6
Ngãi Tú commune	25.25	16,857	8,563	580	8,915		3,084	99	8,600,000	47	12.0

Cao Bằng town is composed of 8 communes/wards with 5 ethnic minority groups, namely Tày, Nùng, Kinh, Dao, H'Mông, of which Tày accounts for 47.53%, Nung : 19.97%, Dao: 0.12%.

Tủa Chùa district: 12 communes/district towns with 7 ethnic minority groups, of which H'Mông accounts for 73%.

Thủy Nguyên district: 37 communes/district towns.

Tam Bình: 17 communes/district towns.

## II. REFERENCES

1. Report on anti-trafficking of women and children in 2007 – The Central Women’s Union of Vietnam.
2. Survey report in Dong Thap province: Women get married with foreigners and implementation of representative function of the Women’s Unions at the grassroots levels - 2008- The Central Women’s Union of Vietnam.
3. Survey report on Vietnam’s Family 2006 – The Ministry of Culture, Sports and Tourism; The General Department of Statistics, The Institute for Family and Gender and UNICEF.
4. Article: Replication of models on anti-trafficking of women and children – VOVNEW.VN, Thursday, 19/06/2008 (Information o the Conference on Anti-Trafficking of Women and Children, co-organized by the Ministry of Labor, War Invalids and Social Affairs and the International Labor Organization (ILO) on 19-20/6/2008 in Hồ Chí Minh city).
5. Article: Release of the Circular guiding receipt of returning trafficked women and children. Source: hanoimoi.com; dated 28/06/2008.
6. Article: Increase effectiveness of prevention and anti-human trafficking in Vietnam – Laws Library, Friday, 12/09/2008.
7. The Decree numbered 16/2007/CT-TTg of the Prime Minister on strengthening the implementation of action plan on prevention and anti-trafficking of women and children.
8. The Decision numbered 312/2005/QĐ-TTg of the Prime Minister on approval of projects within the action plan on prevention and anti-trafficking of women and children from 2005 to 2010.
9. Report on Human Trafficking – The Office for Supervision and Anti-Human Trafficking of the U.S. Department of State released on 5 June 2006.
10. Article “Get married or buy a Vietnamese wife?” - Tuổi Trẻ Online, Tuesday, 25/04/2006.
11. Article “Protests against the article on Vietnamese brides in South Korea” – Vietnamnet, 26/4/2006.
12. The Decree numbered 68/2002/NĐ-CP dated 10/7/2002 guiding the implementation of the Law on Marriage and Family 2000 (with regulations in marriage with foreigners).

### III. TABLES OF FIGURES

**Table 1: The ratio of respondents affirming the existence of trafficking of women and children in their localities and getting to know the number of trafficked victims – % of the opinion in relation to surveyed areas**

	Cao Bằng town	Tủa Chùa district	Thủy Nguyên district	Tam Bình district	Average
Getting to know the number of victims	66.3	66.3	45.0	9.6	<b>46.4</b>
None	12.5	21.3	33.8	77.1	<b>36.5</b>
Don't know	13.8	12.5	15.0	13.3	<b>13.6</b>
There are victims but not aware the number.	7.5	0.0	6.3	0.0	<b>3.4</b>

**Table 2. The ratio of respondents on trafficked targets in their localities. % of the opinion in relation to surveyed areas**

	Cao Bằng town	Tủa Chùa district	Thủy Nguyên district	Tam Bình district	Average
Single women	30.0	32.5	30.0	6.0	<b>24.5</b>
Women in poor families	37.5	6.3	22.5	1.2	<b>16.7</b>
Married women	20.0	25.0	11.3	0.0	<b>13.9</b>
Unemployed women	30.0	1.3	26.3	1.2	<b>14.6</b>
Employed women	1.3	8.8	5.0	0.0	<b>3.7</b>
Women in better off families	5.0	0.0	2.5	0.0	<b>1.9</b>
Others	5.0	17.5	11.3	0.0	<b>8.4</b>

**Table 3 .The ratio of respondents knowing the situation of returned women and children.**

	Cao Bằng town	Tủa Chùa district	Thủy Nguyên district	Tam Bình district	Average
Stabilize life and integrate into the community	37.5	0.0	27.5	2.4	<b>20.4</b>
Underemployment	20.0	0.0	21.3	2.4	<b>11.1</b>
Lack of shelter	8.8	0.0	13.8	0.0	<b>5.6</b>
Ill health	6.3	0.0	13.8	0.0	<b>5.0</b>
Lack of land	8.8	0.0	6.3	2.4	<b>4.3</b>
Others (lack of identity cards. unutilized family life).	8.8	0.0	13.8	0.0	<b>7.1</b>

**Table 4: The ratio of respondent hearing of trafficking of women and children in relation with the surveyed areas**

	Cao Bằng town	Tủa Chùa district	Thủy Nguyên district	Tam Bình district	Average
Never heard	3.8	21.3	5.0	13.3	<b>10.8</b>
Have heard but not understood	50.0%	57.5%	52.5%	<b>69.9%</b>	<b>57.6%</b>
Have heard and understood	46.3%	20.0%	41.3%	16.9%	<b>31.0%</b>

**Table 5.Knowledge of respondents in phenomena of trafficking of women and children -% of the opinion**

	Know this is trafficking	Don't know this is trafficking	Don't know	Don't answer	Total
Voluntary marriage with foreigners	5.9	80.8	11.5	1.9	<b>100.0</b>
Voluntary marriage with foreigners but forced to do other things later (domestic helper. prostitutes).	57.9	24.5	16.7	0.9	<b>100.0</b>

Forced foreign marriage	83.0	5.3	11.1	0.6	<b>100.0</b>
Adoption	10.8	71.2	17.0	0.9	<b>100.0</b>
Adoption for the purpose of labor exploitation	63.5	19.2	16.4	0.9	<b>100.0</b>
Export labor	7.1	76.8	14.9	1.2	<b>100.0</b>
Export labor but forced to do work without payments	58.5	21.4	19.8	0.3	<b>100.0</b>
To be cheated for export labor and to be abandoned later.	70.6	9.3	19.5	0.6	<b>100.0</b>

**Table 6. Awareness of respondents on targets to be cheated and trafficked – % of the opinion in relation with profession and gender.**

Trafficked targets	Officials	People	Men	Women	Average
Economic difficulties and underemployment	79.5	65.4	77.8	63.5	<b>69.0</b>
Low educational level	81.9	61.7	70.6	64.5	<b>66.9</b>
Lazy but want to live a rich life	78.3	62.5	69.0	65.0	<b>66.6</b>
Light-hearted	84.3	56.7	71.4	58.9	<b>63.8</b>
Unhappy family life	60.2	45.4	57.1	44.2	<b>49.2</b>
Single women	43.9	33.8	41.6	33.0	<b>36.3</b>
Young and pretty women	37.3	35.8	44.4	31.0	<b>36.2</b>
Don't know	1.2	7.5	4.0	7.1	<b>5.9</b>

**Table 7: Awareness of respondents on vulnerable targets-% of the opinion in relation with surveyed areas**

	Cao Bằng town	Tủa Chùa district	Thủy Nguyên district	Tam Bình district	Average
Strangers	71,3	75,0	42,5	58,5	<b>61,8</b>
Friends or acquaintances	65,0	22,5	47,5	41,0	<b>44,0</b>
Hometown fellows	72,5	16,25	40,0	42,2	<b>42,7</b>
Returned victims	56,3	7,5	46,3	32,5	<b>35,6</b>
Thieves or drug addicts	43,8	13,8	28,8	31,3	<b>29,4</b>
Indecent face	50,0	17,5	15,0	21,7	<b>26,0</b>
Family members or relatives	42,5	11,3	23,8	15,7	<b>23,2</b>
Others	5,0	11,3	33,8	3,6	<b>13,3</b>
Others	3,8	13,8	5,0	7,2	<b>7,4</b>

**Bảng 8 . Hiểu biết của người trả lời về hậu quả của BBPNTĐ đối với gia đình và xã hội - % ý kiến trả lời theo các đối tượng có tỉ lệ trả lời thấp nhất**

	People live in Tủa Chùa	Single parent	Those with 3 or more children	Those with children under 15	People under 30	Average
Families of trafficked victims	85,0	57,1	88,2	86,2	92,7	<b>88,9</b>
The community and the society	53,8	57,1	65,4	67,8	67,3	<b>75,2</b>
Don't know	11,3	42,9	6,3	7,8	3,6	<b>5,0</b>
No impacts	2,5	0,0	2,4	1,7	1,8	<b>1,6</b>

**Table 9. Awareness of respondents on policies and programs on anti-trafficking of women and children – % of the opinion in relation with areas and profession.**

	Cao Bằng town	Tủa Chùa district	Thủy Nguyên district	Tam Bình district	Officials	Local people	Average
Available	60,0	43,8	27,5	44,6	57,8	39,2	<b>44,0</b>
Not yet available	13,8	20,0	10,0	20,5	14,5	16,7	<b>16,1</b>
Unavailable	12,5	30,0	3,8	32,5	3,6	25,4	<b>19,8</b>
Available but don't remember concrete contents	11,3	5,0	58,8	2,4	22,9	17,9	<b>19,2</b>

**Table 10. The opinion of respondents in the implementation of anti-trafficking of women and children in localities – % of the opinion in relation with areas.**

	Sông Hiến	Duyệt Trung	Mường Báng	Sính Phình	Tân Dương	Trung Hà	Ngãi Tứ	Sông Phú	Average
Available	55.0	65.0	50.0	<b>32.5</b>	58.0	67.5	39.5	<b>15.0</b>	48.3
Not yet available	17.5	17.5	15.0	20.0	30.0	22.5	37.2	40.0	<b>25.1</b>
Don't know	27.5	17.5	32.5	45.0	7.5	10.0	23.3	45.0	<b>26.0</b>

**Table 11. The opinion of respondents in the implementation of communications in localities - % of the opinion in relation with surveyed areas**

Các hoạt động truyền thông	Cao Bằng town	Tủa Chùa district	Thủy Nguyên district	Tam Bình district	Average
Training of Trainers	17.5	7.5	22.5	12.0	14.9
<b>Participants</b>					
Women	17.5	7.5	16.3	12.0	13.3
Returned victims	6.3	2.5	2.5	4.8	4.0
Men	3.8	7.5	1.3	6.0	4.6
Children	2.5	0.0	1.3	3.6	1.9

Evaluation of effectiveness					
High effectiveness	5.0	5.0	17.5	9.6	9.3
Little effective	12.5	0.0	2.5	0.0	3.7
Ineffective	0.0	1.3	0.0	2.4	0.9
Communications through loud speaker system	12.5	2.5	53.8	24.1	23.2
Evaluation of effectiveness					
High effectiveness	6.3	0.0	36.3	12.0	13.6
Little effective	2.5	1.3	10.0	9.6	5.9
Ineffective	2.5	0.0	2.5	1.2	1.5
Communications in meetings of people and mass organizations	57.5	33.8	31.3	21.7	35.9
Participants					
Women	28.8	30.0	22.5	18.1	24.8
Returned victims	12.5	8.8	3.8	1.2	6.5
Men	17.5	26.3	3.8	8.4	13.9
Children	11.3	5.0	5.0	3.6	6.2
Evaluation of effectiveness					
High effectiveness	30.0	15.0	21.3	14.5	20.1
Little effective	18.8	7.5	5.0	4.8	9.0
Ineffective	1.3	7.5	1.3	2.4	3.1
Implementing agencies					
People's Committees of communes/wards	22.8	16.3	6.3	7.2	13.0
Party cells of communes/wards	2.5	1.3	0.0	1.2	1.2
Police of communes/wards	7.5	7.5	1.3	0.0	4.0
Women's Unions of communes/wards	25.0	13.8	22.5	8.4	17.3
Communal judiciary	2.5	1.3	0.0	0.0	0.9
Fatherland Front and mass organizations	11.3	10.0	5.0	2.4	7.1
Culture and Information of communes/wards	2.5	0.0	36.3	13.3	13.0
Radio and television of at the district/provincial and central levels.	6.3	0.0	1.3	2.4	2.5

**Table 12. The opinion of respondents in the implementation of anti-crime activities in localities – % of the opinion in relation with the surveyed areas.**

Anti-crime activities	Cao Bằng town	Tủa Chùa district	Thủy Nguyên district	Tam Bình district	Average
Mobilize people in discovering and reporting crimes	41.3	27.5	25.0	15.7	27.2
High effectiveness	18.8	6.3	15.0	9.6	12.4
Little effective	17.5	7.5	7.5	4.8	9.3
Ineffective	2.5	6.3	0.0	0.0	2.2
Investigation, arresting and prosecution of criminals	25.0	18.8	12.5	2.4	14.6
High effectiveness	10.0	2.5	5.0	1.2	4.6
Little effective	8.8	7.5	2.5	1.2	5.0
Ineffective	2.5	6.3	0.0	0.0	2.2

**Table 13. The opinion of respondents in the implementation of community re-integration in relation with the surveyed areas.**

Community re-integration	Cao Bằng town	Tủa Chùa district	Thủy Nguyên district	Tam Bình district	Average
<b><i>Psychological counseling for returnees</i></b>	<b>17.5</b>	<b>7.5</b>	<b>11.3</b>	<b>4.8</b>	<b>10.2</b>
High effectiveness	11.3	5.0	7.5	1.2	<b>6.2</b>
Little effective	3.8	2.5	2.5	2.4	<b>2.8</b>
Ineffective	1.3	0.0	0.0	1.2	<b>0.6</b>
<b><i>Legal counseling for returnees</i></b>	<b>22.5</b>	<b>1.3</b>	<b>8.8</b>	<b>2.4</b>	<b>8.7</b>
High effectiveness	15.0	2.5	3.8	0.0	<b>5.3</b>
Little effective	6.3	0.0	3.8	1.2	<b>2.8</b>
Ineffective	0.0	0.0	0.0	1.2	<b>0.3</b>

<b><i>Job creation for returnees</i></b>	<b>18.8</b>	<b>2.5</b>	<b>10.0</b>	<b>3.6</b>	<b>8.7</b>
High effectiveness	5.0	2.5	5.0	0.0	<b>3.1</b>
Little effective	10.0	0.0	2.5	3.6	<b>4.0</b>
Ineffective	2.5	0.0	1.3	0.0	<b>0.9</b>
<b><i>Emergency relief for returnees (Money and medicines)</i></b>	<b>5.0</b>	<b>1.3</b>	<b>5.0</b>	<b>2.4</b>	<b>3.4</b>
High effectiveness	3.8	1.3	3.8	0.0	<b>2.2</b>
Little effective	2.5	0.0	1.3	2.4	<b>1.5</b>
Ineffective	1.3	0.0	0.0	1.2	<b>0.6</b>



## **ACTIONAID INTERNATIONAL VIETNAM**

### **Country Office**

Room 502A, HEAC Building  
14-16 Ham Long Str., Hanoi, Vietnam  
Phone: ++84-4-3943 9866 \* Fax: ++84-4-3943 9872  
E-mail: [mail.aav@actionaid.org](mailto:mail.aav@actionaid.org)  
Website: [www.actionaid.org.vn](http://www.actionaid.org.vn)

### **Southern Office**

Room 6.2, My Vinh Building  
250 Nguyen Thi Minh Khai Str.,  
Dist.3, Ho chi Minh City, Vietnam  
Phone: ++84-8-3930 7501 \* Fax: ++84-8-3930 7502  
E-mail: [hcmoffice.aav@actionaid.org](mailto:hcmoffice.aav@actionaid.org)